

# RURAL FIRE DEFENSE TRAINING – Project 107



## National Fire Coordination Study



U.S. DEPARTMENT OF AGRICULTURE / FOREST SERVICE / DIVISION OF FIRE CONTROL

RURAL FIRE DEFENSE TRAINING

PROJECT OCD-PS-64-107

- A Summary of History and Progress Through 9/30/64 -

Analysis by: William R. Moore

Critiqued by: James W. Jay

Prepared by the U. S. Department of Agriculture, Forest Service,  
Washington, D. C., Division of Fire Control, National Fire Coordination  
for the Office of Civil Defense under contract OCD-PS-64-229.

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## I. INTRODUCTION

Rural Fire Training Project 107 was arranged between the Office of Civil Defense and the Forest Service on January 31, 1964. This is a pilot project with the ultimate objective of developing an effective way to organize small crews under competent leadership and train them so they can effectively prevent and suppress fires throughout rural America. Particular emphasis is given to achieving fire protection in those rural areas which are presently unprotected.

Project 107 is one of the major programs that must be considered in the National Fire Coordination Study. The objectives of this report are to: (1) Explain the history of the project, (2) Summarize the progress through 9/30/64, and (3) Develop conclusions and recommendations about how the experience in this Project 107 can best be used in the National Fire Coordination Study, Project 229.

## II. ANALYSIS

### A. SUMMARY OF PURPOSE, HISTORY, AND ACTIONS

An original proposal was submitted by the U. S. Forest Service to the Office of Civil Defense on July 26, 1963. Key points in this proposal were:

1. Basic Assumption: This project contemplates that uncombated fires starting in rural areas, or spreading from urban centers, could inflict damage to people, fallout shelters, livestock, crops, strategic food stores, industrial resources, and timber resources. Fire, smoke, and debris would disrupt communications, transportation, and air operations vital to national defense and survival.
2. Responsibility: Forest Service has responsibility for prevention and control of fires caused by enemy attack in all rural lands in this country. This responsibility is delegated direct from the President to the Secretary of the Agriculture and in turn to the Forest Service. This responsibility will be met with help of other Federal, state, and private fire services. Defines the areas of responsibility for the U. S. Forest Service, Department of Interior and State Forestry Organizations. Identifies rural defense is primarily a responsibility of the state except on Federal land.

Defines protection of grey area - 500 million acres - between these areas and those protected by urban fire departments as being a problem.

3. The Job: There is a definite need to pool all firefighting resources to get results. These resources will be available for post-attack emergencies only if it is sheltered and protected from nuclear attack. Informing, organizing, training and equipping rural and urban firefighters in fallout protection, monitoring decontamination and rescue should be more fully implemented.

A large portion of the 500 million acre grey area is in the prairie states of North Dakota, South Dakota, Nebraska, Kansas, northern Missouri, Oklahoma, and eastern Colorado.

Self help fire training for rural people is an essential part of saving lives, resources, and property. Leadership training is needed. Small crews under competent leaders should be organized, equipped, and trained throughout rural America. Leaders will need to work with State Rural Defense Committees.

4. Objectives and Costs: The original proposal contemplates that Forest Service, in cooperation with Federal, state, and local fire services could handle the threat of fires in farm and wildland areas stemming from enemy attack, if properly organized, trained, and equipped. Proposes training with the ultimate objective of developing effective fire protection on all rural lands by the end of FY 1966. Unless there is reasonable assurance that this will be a continuing program it should not be started. Original financing estimates were:

FY 1964	-	350,000
FY 1965	-	410,000
FY 1966	-	510,000
3 yr. total		1,270,000

Much correspondence was generated between the time of the original proposal and January 31, 1964, when a work order OCD-PS-64-107 was activated. Most of the correspondence related to justification and financing. OEP seemed worried that OCD and OEP would duplicate financing to Forest Service. See Exhibit A, Appendix for a copy of this work order and amendments. Key points in the work order are:

- a. Establish a Civil Defense fire suppression training program for handling fire control and related Civil Defense activities in rural communities during war-time.
- b. The initial programs to be in five selected states. The states later selected were Colorado, Oregon, Florida, Missouri, and Kentucky.
- c. Required quarterly progress reports in five copies. Fifty copies of the official report to be completed and submitted by June 30, 1964.
- d. Financing included:

Simulator project - \$ 31,000.00

Training program - 50,000.00

The original project work order was amended as follows:

- a. Amendment No. 1, dated 4/30/64, extended the completion date to September 30, 1964.
  - b. Amendment No. 2, dated 6/5/64, increased the funds by \$86,000 making a total of \$167,000.00 and extended the completion date to January 31, 1965.
- (See Exhibit A, Appendix)



Forest Service implemented the work order by: (1) Preparing training tools centrally, (2) Arranging contracts with the states involved, and (3) Conducting a training school for instructors. The contract with each state, among other things, provided that Forest Service would pay the states for training activities based on approved plans, and that a rural fire defense training program would be carried out with the Forest Service. (See Exhibit B, Appendix, for a copy of the Contract.

Progress reported to OCD by the Forest Service on May 13, 1964, is as follows:

- a. Allotments totalling \$40,000 have been made to the states of Colorado, Oregon, Kentucky, Florida, and Missouri for initial work.
- b. Thirty-one thousand dollars is being matched with a similar amount of Forest Service funds to purchase a mobile simulator.
- c. A task force of four regular Forest Service men have developed workbooks and training aids. A copy of this workbook is in the National Fire Coordination Study Library.
- d. Explains plans for next Fiscal Year to be:
  - (1) Federal Leadership - centralized leadership, training, simulator project, and regional training and preparedness to aid State Foresters - \$40,000.00.

- (2) Assistance to states - maintain the five state program and expand to some additional areas \$160,000.00.
- (3) Total - \$200,000.00.

A supplement to the May 13, 1964 progress report:

Requested \$58,000.00 more finance and an extension of time to January 31, 1965, to evaluate this project. The basic reason used was that this evaluation was to be an essential input in the analytical phase of the National Fire Coordination Study, Project 229. But this analytical report is due December 15, 1964?

This extension was granted. (See Exhibit A, Appendix)

This project was featured in Federal Extension Newsletter, June, 1964. (See Exhibit C, Appendix)

Forest Service held a Rural Fire Defense Instructor Training School at Rolla, Missouri, on July 13-16, 1964. Twenty-three instructors were trained and issued certificates. These instructors returned to their states to lead the training programs.

Progress was reported by each of the five states through September 30, 1964. See Exhibits D and E of the Appendix. Most impressive of these achievements is that organized fire protection has already been achieved on 11,431,000 acra as a direct result of this project. In the five states 37,731,929 acres remain unprotected. There were 6,941 man-hours achieved in training involving 1,678 people. A total of 222 organized groups and 1,806 people were contacted in the planning and organizing phase of the project. Copies of the state progress reports are available in the National Fire Coordination Study file. One portable fire control training simulator is under contract with International Telephone and Telegraph Company. Delivery date was to be about October 30, but the contractor has requested a 30-day extension.

Financial reports are not arranged so we can separate cost of planning and organizing or of training. It is worthy of special note that Forest Service Regional offices used only \$3,257.00 for overhead costs of the \$101,576.00 spent to date. Most all leadership and supervision was contributed by the regular fire staff.

Narrative sections of the state reports and news clippings indicate that the project has very good acceptance at all levels. These statements and clippings are in the National Fire Coordination Study file. Applications have been made for projects beyond the scope of present financing.

### III. CONCLUSIONS

The analysis and summary is limited to a review of the correspondence and reports and a discussion with a few key people. No attempt was made to check accuracy or soundness of the data. These conclusions and the recommendations that follow were made by the analyst and were not tested with others involved in the program.

We can conclude that:

1. This project shows much promise for significant achievements both for getting people trained and in achieving organized fire protection.
2. There is a real shortage of fire suppression equipment in some areas. People can be organized and trained but they may or may not have equipment to work with.
3. Achievements have been impressive to date, but there is a lot of difference in achievements between the different states.

4. The program has been well accepted. One reason for this might be that the training is being done by agencies and people recognized as experts in fire.
5. The procedure of developing training materials centrally, then training instructors centrally, and then carrying out the training on a local basis seems to be very effective.
6. The portable simulator being developed is an innovation in fire training that has much potential.
7. A decision must be made about future financing of this project if it is to continue after January 31, 1965.
8. There are applications for additional projects on file to be implemented if funds can be made available.

#### IV. RECOMMENDATIONS

Project 107 should be considered as important input data during the analytical phase of the National Fire Coordination Study.

Key points to be considered are:

1. Relate project 107 to other data developed in the National Fire Coordination Study and recommend how it should be continued.
2. Consider if a similar approach is needed for training urban civilian firemen.
3. Examine the problem of rural firemen helping urban firemen and vice-versa during a nuclear disaster.

4. Consider examining the reasons why some states made more progress than others. Are there lessons to be learned from this?
5. Examine and recommend about the problem of providing fire suppression equipment to areas that do not have capability to supply it themselves.
6. Consider the factors contributing to the good acceptance of this program when recommending courses of action.
7. Consider use of simulation when recommending training connected with the National Fire Coordination Study.

V APPENDIX

- Exhibit A            Work Order OCD-PS-64-107 and  
                         amendments.
- Exhibit B            Training Contract between Forest Service  
                         and state.
- Exhibit C            Federal Extension Service Newsletter No. 25,  
                         "Knowledge For Survival" featuring Project 107.
- Exhibit D            Summary of Progress through 9/30/64
- Exhibit E            Summary of Expenditures through 9/30/64

Exhibit A

Work Order OCD-PS-64-107

WORK ORDER

Between

DEPARTMENT OF DEFENSE, OFFICE OF CIVIL DEFENSE

And

DEPARTMENT OF AGRICULTURE, FOREST SERVICE



WORK ORDER  
Between  
DEPARTMENT OF DEFENSE, OFFICE OF CIVIL DEFENSE  
And  
DEPARTMENT OF AGRICULTURE, FOREST SERVICE

JAN 31 1964

Department of Agriculture  
Forest Service  
Washington, D. C. 20250

Attention: Mr. Robert S. Reed  
Special Assistant to the Secretary

By virtue of the authority contained in the Federal Civil Defense Act of 1950, as amended (PL 920, 81st Congress), particularly Secs. 401 (c) and (e), and pursuant to EO 10952 dated 20 July 1961, including Sec. 1 thereof, an order is hereby placed with your Department for furnishing the following services to the Department of Defense, Office of Civil Defense:

In consultation and cooperation with the Department of Defense, Office of Civil Defense, the Department of Agriculture, Forest Service shall establish a Rural Fire Suppression Training Program in accordance with the following specific items:

1. Establish a special Civil Defense fire suppression training program designed to accomplish the highest degree of understanding and performance in handling fire control and related Civil Defense activities in rural communities in wartime.
2. The initial program application to be undertaken in five (5) selected States, in five (5) geographic areas.

The selection of specific States to be jointly determined by OCD-USDA Forest Service.

3. All plans, programs, and training courses and activities prepared by USDA Forest Service to receive OCD approval prior to implementation.

The Forest Service shall furnish five copies of quarterly progress reports including information on sufficient findings. A final draft report in five copies shall be submitted for review and approval before submission of fifty (50) copies to the Office of Civil Defense of the approved final report. All work and services shall be completed on or before June 30, 1964.

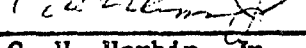
Pursuant to this Agreement, the Office of Civil Defense will make available to the Department of Agriculture the sum of \$81,000 upon submission of Standard Form 1080, properly certified, citing Appropriation 4340604 and Accounting Classification 14/2400200/25/45/1/XX/501 to the Finance and Accounts Office, U. S. Army, Com. Accts. Sec., OCD Unit, 2d and R Streets, S. W. Washington, D. C. A fiscal report of expenditures shall be submitted to the Comptroller.

The monies transferred shall be used as follows:

Simulator Project	\$31,000
Test Area Training Program	\$50,000

If this Work Order is acceptable, please sign and return three copies to the Contract Branch, Office of Civil Defense, Department of Defense, Washington 25, D. C. The original and one copy are for your retention.

DEPARTMENT OF DEFENSE  
OFFICE OF CIVIL DEFENSE

By   
G. H. Harbin, Jr.  
Title Contracting Officer

DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

By V. L. Harper  
Acting Chief, Forest Service  
Title \_\_\_\_\_

Work Order No. OCD-PS-64-107  
Amendment No. 1

APR 30 1964

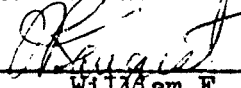
WORK ORDER  
Between  
DEPARTMENT OF THE ARMY, OFFICE OF THE SECRETARY OF THE ARMY  
OFFICE OF CIVIL DEFENSE  
And  
DEPARTMENT OF AGRICULTURE, FOREST SERVICE

Department of Agriculture  
Forest Service  
Washington, D.C. 20250

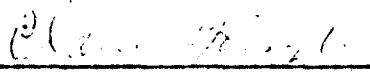
The completion date for Work Order No. OCD-PS-64-107 is hereby extended  
to September 30, 1964.

If this Amendment is acceptable, please sign and return three copies  
to the Contract Branch, Office of Civil Defense, Office of the  
Secretary of the Army, Department of the Army, Washington, D.C. 20310.  
The original and one copy are for your retention.

DEPARTMENT OF THE ARMY  
OFFICE OF THE SECRETARY OF THE ARMY  
OFFICE OF CIVIL DEFENSE

By   
William F. Raugust  
Title Contracting Officer

DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

By   
Title Acting Chief, Forest Service

Work Order No. OCD-PS-64-107  
Amendment No. 2

WORK ORDER  
Between  
DEPARTMENT OF THE ARMY, OFFICE OF THE SECRETARY OF THE ARMY  
OFFICE OF CIVIL DEFENSE  
And  
DEPARTMENT OF AGRICULTURE, FOREST SERVICE

16 JUN 1964

Department of Agriculture  
Forest Service  
Washington, D. C. 20250

Work Order No. OCD-PS-64-107 is amended as follows:

The completion date for this order is hereby extended to January 31, 1965.

The Office of Civil Defense will make available the additional sum of \$86,000 upon submission of Standard Form 1080, properly certified, citing Appropriation 4340604 and Accounting Classification 14/2400200/25/44/1/xx/501 to the Finance & Accounts Office, U. S. Army, Commercial Accounts Section, OCD Unit, 2nd & R Streets, S. W., Washington, D. C. 20315. The funds provided herein increase the total under this Order to \$167,000 for the purpose of completion of development, testing and evaluation of training material and initial program application in the five selected states.

If this Amendment is acceptable, please sign and return three copies to the Contract Branch, Office of Civil Defense, Office of the Secretary of the Army, Department of the Army, Washington, D. C. 20310. The original and one copy are for your retention.

DEPARTMENT OF THE ARMY  
OFFICE OF THE SECRETARY OF THE ARMY  
OFFICE OF CIVIL DEFENSE

By Charles T. Westcott  
Charles T. Westcott  
Title Contracting Officer

DEPARTMENT OF AGRICULTURE  
~~FOREST SERVICE~~

By Robert H. Reed  
Title Assistant to  
the Secretary

JUN 17 1964

Exhibit B

UNITED STATES DEPARTMENT OF AGRICULTURE  
FOREST SERVICE

Contract

For

Rural Fire Defense - (Civil Defense) - Training in  
the state of \_\_\_\_\_

UNITED STATES DEPARTMENT OF AGRICULTURE

FOREST SERVICE

Contract

For

Rural Fire Defense - (Civil Defense) - Training  
in the State of \_\_\_\_\_

This contract made under authority of the Federal Civil Defense Act of 1950, as amended, and as implemented by Executive Orders 10952 and 10998, by and between the State of \_\_\_\_\_, hereinafter referred to as the State, and Regional Forester, Forest Service, Region \_\_\_\_\_, \_\_\_\_\_, United States Department of Agriculture, hereinafter referred to as the Forest Service.

Witnesseth:

Whereas, the Federal Civil Defense Act of 1950, as amended, states it is the policy and intent of Congress to provide a system of civil defense for the protection of life and property in the United States from attack; and,

Whereas, under the policy of Congress, the Federal Government shall provide necessary direction, coordination, guidance, and assistance to accomplish the objectives of civil defense; and

Whereas, to effectuate the policy of Congress and the purposes of the Federal Civil Defense Act of 1950, as amended, the President has issued Executive Orders which, among other civil defense functions, provide for developing post-attack fire protection capability; and

Whereas, the Secretary of Agriculture, in accordance with Executive Order 10998 has been assigned, among other things, the Rural Fire Defense function which directs, in cooperation with Federal, State, and local agencies, that the Department of Agriculture develop plans for a national program and direct activities for the prevention and control of fires in the rural areas of the United States, caused by the effects of enemy attack; and

Whereas, the Secretary of Agriculture, through the Forest Service, has requested the cooperation and assistance of the State in conducting training and related activities to achieve fire prevention and control readiness as stated in the Rural Fire Defense plan;

Now, Therefore, the two parties agree to conduct a Rural Fire Defense Training Program under the conditions hereinafter provided, with the State acting as the agent of the Forest Service, to wit:

A. The State Agrees:

1. To select rural areas within the State, subject to joint approval of the State and the Forest Service, in which the rural fire defense training program and other related measures will be applied;
2. To solicit and develop arrangements with other State, local, rural neighborhood and community groups within the approved area for the purpose of orienting, organizing, training and equipping such groups for rural fire suppression and related defense preparedness;
3. To provide leadership, guidance and training to landowners, land managers and other local individuals and groups in rural fire defense activities within the approved area;

4. To develop and submit to the Regional Forester for approval, a training plan in rural fire defense prevention and suppression and related measures applicable to the approved area;

5. To prepare a financial plan for each fiscal year ending June 30 showing the proposed Federal and State expenditures and sources of funds for this program. This plan will be submitted to the Regional Forester each year for his approval as requested by him.

6. To employ qualified personnel and be responsible for their assignment, direction and supervision to achieve the proper functioning and efficient accomplishments in rural fire defense readiness and related activities;

7. To prepare and submit progress reports covering events, accomplishments, and other pertinent information as requested by the Regional Forester;

8. To render itemized statements of expenditures for the program to the Regional Forester, showing the amounts to be reimbursed to the State, at quarterly intervals if desired by the States, and at least as of March 31, and June 30. If advances of funds are made to the State, to hold these in trust and expend them only for the purposes of this agreement and the related approved financial plan, or for refund to the Forest Service. Reports of expenditures of these advanced funds are to be made quarterly to the Regional Forester.

9. To allow the Forest Service to examine the financial records of the State pertaining to this program as deemed necessary by the Forest Service and to keep such records available for review for one full fiscal year after the year of expenditure.



10. That it will comply with the requirements of Executive Order No. 10925 and regulations issued thereunder as described in Attachment A hereto.

B. The Regional Forester Agrees:

1. To assist the State in preparation of program and financial plans;
2. To assist the State by means of rendering administrative guidance, technical consultation, program information training methods, devices and aids essential to the conduct of the program;
3. To provide Federal funds to the States through reimbursement for its expenses upon submission of invoices, or, where otherwise authorized, to make advances of funds, in accordance with approved financial plans.

C. Both Parties Agree:

1. All equipment, materials, and property of any kind purchased wholly from funds provided by the Forest Service under the terms of this agreement and not consumed in the project shall be the property of the Government and disposed of as directed thereby.
2. That this Agreement may be terminated by either party by giving \_\_\_\_\_ days' notice to the other in writing.
3. That no Member of, or Delegate to, Congress, or Resident Commissioner, shall be admitted to any share or part of this contract or to any benefit that may arise therefrom unless it be made with a corporation for its general benefit.
4. Nothing herein shall be construed as binding the State for performance or the Forest Service for the payment of money beyond the current fiscal year unless a financial plan for subsequent years has been approved by both the State and the Forest Service.

5. That funds provided by the Forest Service to the State by reimbursement or otherwise under this agreement will not be used for the purchase of land or for the purposes prohibited by the Federal Civil Defense Act of 1950, as amended, and as its terms may be amended hereafter for any fiscal year.

6. That in the performance of the terms of this Agreement no convict labor shall be used, and the State will comply with the provisions of the Fair Labor Standards Act of 1938 as amended (29 USC 201-219) as to the employment of laborers and mechanics.

7. This Agreement shall become effective as of the date executed by both parties hereto.

State of \_\_\_\_\_

By \_\_\_\_\_  
(Name) (Title)

Date \_\_\_\_\_

U. S. Department of Agriculture  
Forest Service

By \_\_\_\_\_  
(Title)

Date \_\_\_\_\_

AD-369

7/63

## NONDISCRIMINATION IN EMPLOYMENT

Clause 9 of the General Provisions of Standard Form 19 (January 1959 Ed.), Clause 21 of Standard Form 23-A (April 1961 Ed.), and Clause 18 of Standard Form 32 (September 1961 Ed.) are canceled. The following provision is substituted in lieu thereof:

(The following clause is applicable unless this contract is exempt under the rules and regulations of the President's Committee on Equal Employment Opportunity issued pursuant to Executive Order No. 10925 of March 6, 1961 (26 FR 1977), as amended).

During the performance of this contract, the Contractor agrees as follows:

- (a) The Contractor will not discriminate against any employee or applicant for employment because of race, creed, color, or national origin. The Contractor will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, creed, color, or national origin. Such action shall include, but not be limited to, the following: employment, upgrading, demotion or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The Contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided by the Contracting Officer setting forth the provisions of this Nondiscrimination clause.
- (b) The Contractor will, in all solicitations or advertisements for employees placed by or on behalf of the Contractor, state that all qualified applicants will receive consideration for employment without regard to race, creed, color, or national origin.
- (c) The Contractor will send to each labor union or representative of workers with which he has a collective-bargaining agreement or other contract or understanding, a notice, to be provided by the agency Contracting Officer, advising the said labor union or workers' representative of the Contractor's commitments under this Nondiscrimination clause, and shall post copies of the notice in conspicuous places available to employees and applicants for employment.

- (d) The Contractor will comply with all provisions of Executive Order No. 10925 of March 6, 1961, as amended, and of the rules, regulations, and relevant orders of the President's Committee on Equal Employment Opportunity created thereby.
- (e) The Contractor will furnish all information and reports required by Executive Order No. 10925 of March 6, 1961, as amended, and by the rules, regulations, and orders of the said Committee, or pursuant thereto, and will permit access to his books, records, and accounts by the contracting agency and the Committee for purposes of investigation to ascertain compliance with such rules, regulations, and orders.
- (f) In the event of the Contractor's noncompliance with the Nondiscrimination clause of this contract or with any of the said rules, regulations, or orders, this contract may be canceled, terminated or suspended in whole or in part and the Contractor may be declared ineligible for further Government contracts in accordance with procedures authorized in Executive Order No. 10925 of March 6, 1961, as amended, and such other sanctions may be imposed and remedies invoked as provided in the said Executive order or by rule, regulation, or order of the President's Committee on Equal Employment Opportunity, or as otherwise provided by law.
- (g) The Contractor will include the provisions of paragraphs (a) through (g) in every subcontract or purchase order unless exempted by rules, regulations, or orders of the President's Committee on Equal Employment Opportunity issued pursuant to section 303 of Executive Order No. 10925 of March 6, 1961, as amended, so that such provisions will be binding upon each subcontractor or vendor. The Contractor will take such action with respect to any subcontract or purchase order as the contracting agency may direct as a means of enforcing such provisions, including sanctions for noncompliance: Provided, however, that in the event the Contractor becomes involved in, or is threatened with, litigation with a subcontractor or vendor as a result of such direction by the contracting agency, the Contractor may request the United States to enter into such litigation to protect the interests of the United States.

Exhibit C

Federal Extension Service

Newsletter No. 25

KNOWLEDGE FOR SURVIVAL

"Featuring Project OCD-PS-64 - 107"

# KNOWLEDGE FOR SURVIVAL

Newsletter No. 25

June 1964

TO STATE EXTENSION PROGRAM LEADERS, RURAL DEFENSE

## Emergency Preparedness

In order that Extension can more effectively do its educational assignment, we will from time to time devote issues of the newsletter to related defense emergency programs of cooperating agencies. This issue covers the Fire Control program of the Forest Service.

The Forest Service, in cooperation with the Office of Civil Defense, is launching a Special Rural Fire Training Program aimed at increased fire protection in rural areas. This is a supplement to the existing regular Rural Fire Defense program. Though the new work will start on a pilot basis, all of us will want to follow the developments. Fire defense is a vital part of the total preparedness job and of our overall educational assignment.

## Rural Fire Defense Training Program

The responsibility for the prevention and control of fire in rural areas caused by enemy attack was delegated to the Department of Agriculture by Executive Order 10998. The Forest Service was assigned this protection function to build full capability into the existing fire protection organizations and to assist unorganized communities and individuals to handle their fire problems.

Preparations to handle rural fires is not something new. Many rural communities have had organized fire departments or voluntary group arrangements for many years. Innumerable cases could be given where these groups performed heroic work in saving homes, barns, grain bins, crops in the fields and improvements. It was only in recent years with the threat of nuclear war that specially organized efforts have been made to meet the particular fire problems of a war situation.

The Forest Service, in cooperation with other Federal agencies, including the Extension Service, State agencies, and local groups has organized State Rural Fire Defense Committees in nearly all States. These plan and

AO-90(6-64)

## YOU CAN SURVIVE!



coordinate the fire program statewide and help local rural groups with their fire problems. In Washington a National Committee of Representatives of the Forest Service, Extension Service, State Foresters Association, Department of Interior agencies, and a liaison from the Office of Civil Defense, provides policy guidance to the Forest Service which has the direct leadership responsibility for the nationwide program.

The amount of activity of State Committees vary, but many have developed detailed and comprehensive plans for handling the wartime fire problems in the State. During alert exercises, States often have practice sessions that simulate actual attack situations. By meeting and working together, representatives of the participating agencies have done much to prepare themselves and provide leadership to others to meet the fire problems that would undoubtedly be much greater than any in peacetime. The National Committee meets quarterly or more frequently. It has developed a national rural fire defense plan and many instructional materials on planning, training, and conducting exercises. These should enable State Committees and individual agencies to better meet their civil defense responsibilities.

The Forest Service and State Foresters recently began the special fire training program within five pilot areas. One of these is located in each of the States of Colorado, Florida, Kentucky, Missouri, and Oregon. The program is financed by the Office of Civil Defense, Department of the Army.

The program will inform, organize and train volunteer fire suppression forces to strengthen fire protection in rural areas. It is hoped later to expand the program to other areas of need. An estimated 500 million acres of range, agriculture, brush and forest lands in Rural America are now without adequate fire protection.

Local instructors will be mainly from the field staffs of State Foresters. These men will fit the program and specific training to the fire protection each community and individual needs. Program direction will be through Forest Service Regional Foresters and State Foresters.

#### Extension Participation

Rural Fire Defense training is so closely related to other Rural Defense activities that it is logical for Extension personnel to help get understanding about this program. As the pilot program develops, Extension agents and State workers can contribute greatly by:

1. Telling people about the program.
2. Arranging for preliminary conferences between local instructors and interested groups.
3. Locating subject-matter specialists in related fields who may participate as "visiting instructors."
4. Providing information on particular needs, fire organization variations, and other local aspects.

These are mostly logical educational jobs of helping explain the program and needs, motivating interest and helping locate people to be trained and helping organize community effort. The Forest Service and their cooperators will do the training. It has been agreed by the **Cooperative** Extension Service and the Department of Agriculture that Extension staff members cannot accept firefighting or other assignments that might interfere with their assigned functions in an emergency.

Additional packets of training plans and material will be supplied to other areas or States who wish to start a similar program. The Forest Service suggests continued and intensified Extension educational effort in the other 45 States to get local people to prevent any fires from starting, or if they do start, to keep them from spreading by cleaning up trash, grass, brush and other growth from around buildings. Simple hand tools such as axes, shovels, rakes and hoes should be readily available on each farm to put out small fires. Water barrels and buckets and sacks should be readily available in barns or sheds during the dry season. Fire extinguishers should be handy in homes and other buildings and checked frequently to be sure they are in working order. Garden hose should be attached to faucets and have nozzles. There should be a fire extinguisher and/or other means of fighting a fire in each home fallout shelter or place decided upon for the family to take refuge.

Rural people should be encouraged to think about their fire problems. They should be helped to make advance preparations both as a community group and for each family to handle its own fire problems. For community planning it is well to determine who has available plows and tractors for building fire lines. Many grass fires have been stopped by dragging a log, or disk or harrow to remove the fuel in front of the fire. It is not absolutely necessary to have expensive fire trucks or elaborate equipment to fight fires on a farm, although some specialized equipment is good. There are numerous ordinary tools and improvised means that can be used to stop many farm fires, especially when they are small.

#### Training Program Content

Although this new program is an ambitious one, it is designed to fit differing local needs. It recognizes that trainees are unpaid volunteers, giving their free time to improve their abilities to meet special fire emergencies. The program will be changed as needed to recognize experience and training already accomplished.

The standard course conducted by the Forest Service provides four phases of instruction, requiring about 40 hours of training. Each covers specific areas of need for an efficient, well-trained rural fire suppression capability.



Phase I, Basic Firemanship and Survival. This is training essential to all who fight fires. Several broad categories of fire work are given survey treatment in preparation for specialization in later phases. These categories include Fire Behavior, Fire Organization, Tactics, Personnel Protection and Public Safety, Fire Equipment, and Fire Prevention.

Phase II, Specialization Series. This provides more detailed training in certain fields. While participation by all trainees would be desirable, it may be more practical for certain volunteers to specialize in a particular series. In this way, the overall efficiency of a group may be increased with less total time demand on participants.

Phase III, Planning and Administration. This is directed to participants desiring to improve operating efficiency in certain critical items. Coverage includes instruction in such subjects as legal basis for organization, mutual aid and other agreements, inspection and inventory, procurement, and communications.

Phase IV, Maintenance. This will be specially designed exercise courses for maintaining competence from preceding phases.

#### Training Program Methods and Time Requirements

Much effort has been put into the development of this course material. For example, detailed course descriptions for all Phase I courses have been prepared by a task force of fire specialists from various parts of the United States. Instructors will use these descriptions to determine subject need, and will adapt presentations to local situations. Each course is being provided with visual aids and with trainee reference worksheets for insertion in Trainee Workbooks. All participants will be furnished workbooks for future reference and for use in developing subjects further.

Courses are planned for two-hour sessions of active trainee participation. Due to wide variations in existing capabilities, no fixed time requirements can be set. As an example, it has been estimated that Phase I Training will average about fifteen hours.

Sincerely yours,


  
Phillip F. Aylesworth  
Program Leader, Rural Defense

Exhibit D

Summary of Progress through September 30, 1964

## Exhibit D

## RURAL FIRE DEFENSE TRAINING - Project 107

Summary of Progress through September 30, 1964

<u>ACHIEVEMENT</u>	<u>Florida</u>	<u>Oregon</u>	<u>Missouri</u>	<u>Colorado</u>	<u>Kentucky</u>	<u>W. O.</u>	<u>Total</u>
Organized groups contacted	1	17	151	23	30		222
Individuals contacted	188	201	345	21	1,051		1,806
Organizations trained or in training	43	1	26	3	30		103
Individuals trained or in training	472	30	500	135	541		1,678
Trainee man-hours	3,381	270	1,000	667	1,623		6,941 hrs.
Organizations furnished with training materials	0	0	0	0	18		18
Acres of Protection organized as a result of this program.	0	24,800	11,000,000	0	407,000		11,431,000 A.
Special training equipment					<u>1/</u>		<u>1/</u>

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1/ Portable fire simulator under contract.

Exhibit E

Summary of Expenditures through September 30, 1964

# RURAL FIRE DEFENSE TRAINING - Project 107

## Summary of Expenditures through September 30, 1964

	<u>Total Project Allot- ments to 9/30/64</u>	<u>Expenditures (Incl. R.O. &amp; W.O.) Reported through 9/30/64</u>	<u>Indicated Balances 9/30/64</u>
Region 2 - Colorado	\$ 19,400	\$ 12,306	\$ 7,094
Region 6 - Oregon	22,900	10,086	12,814
Region 7 - Kentucky	25,500	12,954	12,546
Region 8 - Florida	32,900	11,985	20,915
Region 9 - Missouri	30,000	17,885	12,115
Sub-Totals	130,700	65,216	65,484
W. O.	5,300	5,300	--
Simulator	31,000	31,000	--
Grand Totals	\$ 167,000	\$ 101,516	\$ 65,484